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BIENNIAL REPORT  
of the  
STATE COUNCIL OF CIVIL DEFENSE  
(July 1, 1966 - June 30, 1968)

I. INTRODUCTION

The State Council of Civil Defense is legally charged with responsibility for the development and maintenance of a comprehensive plan and program for the civil defense of the Commonwealth, the same to be integrated into and coordinated with Federal civil defense plans and programs to the fullest possible extent (Subsection 4a of the State Council of Civil Defense Act of 1951, P.L. 28, as amended).

During the period July 1, 1966 through June 30, 1968, the Council continued the conduct of a basic emergency preparedness program consistent with general policies prescribed by the Federal Office of Civil Defense. It was aimed at the maximum practical degree of human safety under enemy attack and in natural disasters.

The over-all level of agency activities during the two-year period was roughly the same as for the immediately previous biennium. This reflects, in the main, conditions existing during a period marked by no major changes in national defense policies, by a fairly constant degree of international tension and by the occurrence of no natural disasters of major proportions within the Commonwealth.

A brief summary of essential information concerning major agency activities and accomplishments is presented in the following sections of this report.



## II. NEW FACILITIES

In July 1967, the Council staff organization moved into new, specially constructed facilities in the basement of the Highway and Safety Building, in Capitol Park at Harrisburg.

The new underground headquarters serves as the agency's Central Office and Main Emergency Operations Center. An operations room, specialized communications equipment, emergency power and other basic features incorporated in the space now finally provide the Council with all facilities essential not only to safe human occupancy under fallout conditions, but also to effective direction and control of emergency operations necessitated by enemy attack or natural disasters.

At the end of June 1968, the design of three new Area Emergency Operations Centers, being constructed by the General State Authority for Council use, had reached the pre-final stage. Current schedules call for completion of these facilities during the 1968-70 biennium.

## III. WARNING AND COMMUNICATIONS

During the 1966-68 period, a number of steps were taken to improve and increase the agency's warning and emergency communications capabilities. Principal among these was the installation of a new, combination warning and communications system.

The new statewide system, placed in operation March 1, 1968, comprises a specially-designed, private-line teletypewriter network. It provides not only for the very rapid dissemination of attack warnings in written form, but also for two-way, rapid, written emergency and administrative



communications between the agency's Main and Area Emergency Operations Centers and County Centers throughout the State. Commercially leased at approximately the same annual cost, the new combination system replaces the single-purpose, audio-visual warning system originally installed in the early 1950's.

The procurement of five mobile base station units for use in the State Council of Civil Defense - Pennsylvania Game Commission Radio System has permitted the establishment of an essential radio link between the respective emergency headquarters of the Council and the Department of Military Affairs. It also makes possible the conduct of highly important base station operations at temporary field headquarters set up close to the points of major field operations. Other equipment additions provide for emergency communications on citizens' band radio frequencies, both at the agency's Main and Area Emergency Operations Centers and in the field.

Improved antenna and remote control equipment installed on and in the upper portions of the Highway and Safety Building markedly improved the agency's radio monitoring as well as its two-way communications operations.

While not readily measurable in terms of simple comparison, the measures cited above vastly increased the agency's over-all warning and emergency communications capabilities.

#### IV. SHELTER

During the biennium, 1,387 additional public fallout shelters were established at various points throughout the State. The life





essentials stored therein -- food, water, medical and sanitary kits, and radiation detection instruments -- are sufficient to care for 750,000 people for a period of two weeks, or as many as 1,250,000 persons for shorter periods of time. These additions bring the total number of stocked shelters within the Commonwealth to 6,669. In the aggregate, they are capable of providing for the safety of roughly 3,200,000 people for a total of two weeks, or roughly 7,135,000 individuals for periods lasting up to four or five days.

The fallout shelters established to date, include roughly 300 stocked facilities in numerous Commonwealth-owned properties scattered over the State. They can accommodate more than 200,000 people for as long as two weeks, or roughly twice that number for shorter periods of time. The shelters are located in various buildings under the jurisdiction of the Departments of Highways, Justice, Labor and Industry, Property and Supplies, Public Instruction and Public Welfare, together with the Liquor Control Board and the Pennsylvania State Police.

During the two-year period, eight of the more densely populated counties of the State received Federal financial grants for use in the development of detailed shelter utilization plans. A number of the less densely populated counties have inaugurated similar planning activities with limited advice and assistance extended by the State Council of Civil Defense. At the close of the period, approximately five of these counties had brought their plans close to completion.

#### V. RADIOLOGICAL DEFENSE

Radiological defense activities carried out during the two-year period were aimed primarily at increased State, county and local radiation





monitoring capabilities. These included the supply of additional equipment for both fixed station and shelter use, the establishment of an instrument maintenance shop, and routine and specialized training of personnel.

During the biennium, approximately 80 additional fixed monitoring stations were established, while more than 9,200 added survey instruments were provided to county and local civil defense organizations throughout the State. These additions brought the total number of fixed stations to roughly 2,300 and the total number of survey instruments on hand to approximately 35,000. The latter are supplemented by more than 145,000 dosimeters, or "personal protection meters", required for use by people working in contaminated areas.

Effective July 1, 1967, the Federal Government agreed to grant the Council all funds required to establish and operate a Radiation Detection Instrument Calibration and Maintenance Shop. Prior to the close of the biennium, temporary facilities had been established and a limited instrument maintenance program was inaugurated. Scheduled delivery of additional Federal shop equipment will permit the initiation of full scale shop operations early in the first year of the 1968-70 biennium.

In October 1966, the Council obtained Federal approval of a State Aerial Radiological Monitoring Plan. This not only prescribes the policies, practices and procedures to be followed in aerial monitoring operations, but also renders the State and its 67 counties basically eligible to receive Federal grants of the specialized equipment required for those operations.



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In addition to routine training activities (Section VII, below), representatives of the Council conducted a total of 23 special radiological defense training courses primarily for Commonwealth, but also including Federal employees. The number of persons completing these sessions was roughly 1,050, including representatives of the State Departments of Forests and Waters, Highways and State Police, as well as several Federal agencies.

#### VI. MEDICAL ACTIVITIES

In the medical field, primary emphasis was placed on activities designed to assure proper maintenance and effective emergency utilization of the approximately 170 Packaged Disaster Hospitals stored at strategic locations throughout the State. These specially designed units are intended for use both under enemy attack and in natural disasters. Each comprises a complete 200-bed emergency hospital, with x-ray machine, operating room apparatus, laboratory, pharmacy, electric power generator and special water supply equipment.

Each year, Council representatives inspected all Disaster Hospitals within the State, initiating in each case appropriate action aimed at the correction of any deficiencies noted. In addition, arrangements were made for the replacement of a limited number of older type units with new models of improved design.

In order better to acquaint county and local civil defense and medical representatives with the procedures properly to be followed on the erection and use of packaged hospitals, Council staff employees conducted 103 additional training courses dealing with the subject. These



were attended by more than 4,150 individuals, a majority of them professional medical personnel. As a result of the sessions, members of all cadres responsible for operation of all the 170 Packaged Disaster Hospitals stored within the State have now received basic instruction in emergency utilization of the units.

In continuance of the special nurses' training program inaugurated in 1952, Council staff members conducted four additional three-day instructor courses during the biennium. These were attended by 240 individuals who subsequently will train other nurses in the basic principles of emergency mass care. Along similar lines, agency staff personnel also conducted 20 additional one-day seminars on general disaster nursing. These were attended by more than 1,100 registered and practical nurses.

While full and complete records of all State, county and local training activities unfortunately are not available, it is known that more than 30,000 Pennsylvania nurses had received instruction in emergency nursing by the close of the biennium. This represents the end result of special training programs conducted or sponsored by the Council.

Toward the end of the biennium, the Council formally acted to assure continued proper maintenance of the emergency medical stockpile established in 1952. Based on routine inspections and periodic laboratory testing, it was determined that deterioration unavoidably occurring during 15 years of storage had recently rendered four of the 52 items comprising the stockpile no longer suitable for proper or effective use. To correct this, a component of one of the four types (diluent for Anti-Rho typing serum) was ordered to be replaced, with the remainder (including blood





bottles and blood donor and recipient sets) ordered disposed of in whole or in part. At the same time, it was further determined that the other 48 stockpile items then remained suitable for emergency use.

## VII. TRAINING

The Council, assisted by two units Federally-funded for the purpose (Office of Civil Defense Adult Education and Pennsylvania State University Extension Unit), continued its basic civil defense training program during the biennium. Summary information concerning major accomplishments in this field is presented immediately below.

Under the Council-administered Medical Self-Help Training Program, 4,232 standard training courses were conducted, the majority in secondary schools throughout the Commonwealth. These were successfully completed by 129,092 individuals, bringing the total number of Pennsylvanians trained to date to approximately 256,000.

A total of 224 individuals completed training to serve as radiological monitor instructors, in 17 courses conducted during the biennium. This brought the total number of trained instructors within the Commonwealth to 671.

In addition to the special courses conducted by Council staff members (Section V, above) more than 1,350 radiological monitors were trained in 81 other classes held during the two-year period. This increased the total trained by the end of the biennium to more than 11,000.

Through June 30, 1968, a total of 105 individuals had received the advanced training required to serve as radiological defense officers





with county civil defense organizations. This includes 63 individuals who successfully completed eight courses conducted during the 1966-68 biennium.

Of more than 1,000 persons trained to serve as instructors of shelter managers, 119 were qualified in seven courses held during the biennium. Similarly, of nearly 3,000 State-trained shelter managers within the Commonwealth, more than 2,150 received their instruction in 90 classes conducted within the last two years. Still other managers were trained by county and local civil defense organizations, but these have not all been reported to the Council.

A total of 21 civil defense administration and management classes were conducted during the biennium. These 28-hour courses were attended by 521 individuals, bringing the total number completing such formal instruction to 698.

A total of 1,330 individuals completed 61 regular or advanced auxiliary police training classes held during the two-year period. This brought the total number of auxiliaries trained to more than 32,800.

Limited numbers of other specialized training courses were also conducted by Council staff members. These included, for example, annual field training for State employees assigned responsibility for manning the Council's 21 civil defense rescue trucks.

In summary, the Council conducted or sponsored more than 4,500 formal civil defense training courses held during the biennium. The total number of individuals completing the eight principal types of instruction was approximately 134,750, or an average of roughly 30 individuals per class.



## VIII. CONFERENCES FOR PUBLIC OFFICIALS

Under Commonwealth statutes, the elected heads of county and local government hold primary responsibility for civil defense within their respective areas of jurisdiction (Section 7 of the State Council of Civil Defense Act of 1951, P.L. 28, as amended).

In view of the large number of newly elected officials assuming office in January 1968, Council staff representatives developed a three-hour conference type program designed better to acquaint county and local officials with their emergency responsibilities under law. In cooperation with the Civil Defense Training Unit of the Pennsylvania State University, 11 conferences of this type were presented during the first six months of 1968. They were attended by more than 1,200 elected officials and other community leaders.

All information and reports received clearly indicate that the conferences were unusually popular and highly beneficial. Additional sessions have, accordingly, been scheduled for the first quarter of the 1968-70 biennium.

## IX. PUBLIC INFORMATION

Aimed at a better understanding of disaster problems and effective means of combatting them, the Council continued its extensive but comparatively "low key" public information program. This was centered around the statewide dissemination of informational materials, including the free loan of motion picture films.

Among the most popular and effective of the various materials distributed to civil defense officials and the public at large was a new



Federal publication entitled "In Time of Emergency". This is a 92-page citizen's handbook providing essential information concerning protective action in emergencies of all kinds. First released in March 1968, more than 250,000 copies of the illustrated booklet were distributed to residents of the State prior to close of the biennium.

The Council's film library contains approximately 850 prints under roughly 125 different titles. During the biennium, these films were shown on more than 29,000 occasions, with the total reported attendance in excess of 1,150,000 people.

#### X. EMERGENCY RESOURCES MANAGEMENT

Early in 1968, the Council's staff organization completed a Basic Plan for Emergency Resources Management and Economic Stabilization. Patterned after an example furnished to all States by the Federal Office of Emergency Planning, this document sets forth the policies, practices and procedures to be followed in the conservation and use of basic resources and in stabilization of the national economy under attack conditions.

The Plan provides for establishment of a State Emergency Resources Management and Priorities Board charged with responsibility for the over-all direction and control of necessary management and stabilization measures. The Board is comprised of the Administrative Heads of those Commonwealth departments and agencies assigned major emergency management responsibilities. The Plan is in full conformity with Federal plans and policies and will be implemented only in the event of enemy attack.





## XI. MILITARY SUPPORT OF CIVIL DEFENSE

In accordance with Federal directives and actively supported by representatives of the State Council of Civil Defense, the State Department of Military Affairs completed a State Plan for Military Support of Civil Defense in September 1967. This document provides for the coordinated deployment of military units in support of civil defense under enemy attack. It will assure the most effective possible utilization of available forces in wartime emergencies.

## XII. CIVIL DISORDERS

During the biennium, Council staff employees closely worked with representatives of the Department of Military Affairs, the Pennsylvania State Police and other Commonwealth departments and agencies in the development of plans for the control of possible civil disorders of major proportions.

In this connection, it was mutually agreed and understood that the role of State, county and local civil defense organizations in civil disorders properly should be: (a) Not to exercise basic command and control functions, nor to engage in "front-line disorder suppression" activities; but (b) to extend to the heads of government and those responsible for the maintenance of law and order such support and assistance as may be requested, the same to include the use of civil defense emergency operations centers and communications facilities, the loan of equipment, assistance in the care of the injured and homeless and similar measures.

Based on the understanding reached, State, county and local civil defense agencies now stand ready to extend emergency support and assistance in civil disorders to appropriate officials and agencies, as requested.



### XIII. PROGRAM ADMINISTRATION

The Council carried out its basic activity program through its staff organization and with Commonwealth appropriations augmented by Federal grants-in-aid. Agency expenditures for the biennium totaled \$1,072,945, including \$530,276 in State and \$542,669 in Federal funds.

In addition to the basic planning and organizational activities described in Sections III through XII, above, the Council staff organization, comprising 50 employees, provided general advice and assistance to county and local civil defense organizations throughout the State. This was done both in semi-annual group meetings and through numerous personal visits regularly made by staff representatives. Further, the group acted as "fiscal and administrative agent" for the Federal Government, in the conduct of the several Federal aid programs cited in Section XIV, below.

### XIV. FEDERAL ASSISTANCE

During the biennium, Federal contributions toward the cost of civil defense facilities, equipment and supplies totaled \$707,486, including \$182,406 paid to the State and \$525,080 paid through the State to its political subdivisions.

The contributions made to the State (\$182,406) represented, in the main, 50% reimbursement for the cost of lease of warning and communications facilities and the procurement of essential emergency equipment. On the other hand, a major portion of the grants to political subdivisions of the State (\$525,080) represented 50% reimbursement for the cost of construction of county and local emergency operations centers. During the



two-year period, seven counties (Blair, Clearfield, Crawford, Juniata, Lehigh, Northampton and Northumberland) and three other subdivisions (Morrisville Borough and Bristol and Lower Merion Townships) completed operations centers financed in part under the program.

Over the two-year span, Federal contributions for civil defense personnel and administrative expenses totaled \$1,086,786, including \$368,828 paid to the State and \$717,958 paid through the State to approximately 50 political subdivisions of the Commonwealth. These payments represented 50% reimbursement for expenditures made by the State Council of Civil Defense and participating subdivisions, for the employment of personnel and for general administrative purposes.

Other lessor Federal grants to the Commonwealth included funds paid to the Council (100%) for administration of the Medical Self-Help Training Program (Section VII, above) and for establishment and operation of a Radiation Detection Instrument Calibration and Maintenance Shop (Section V, above). In addition, the Federal Government furnished radiological defense equipment, public information materials and other forms of assistance to the State and its political subdivisions without charge.

#### XV. TESTS

The Federal Government called two nationwide civil defense tests during the biennium. One was a three-day exercise held in November 1966 and the other a five-day test conducted in October 1967. Both were centered around simulated problems resulting from hypothetical nuclear attacks against the United States. Council staff participation in the second exercise was observed and evaluated by Field Grade Officers assigned to the task by the U.S. Department of the Army.





In addition, agency staff members assisted a limited number of county civil defense organizations in the development and conduct of exercises designed to test and improve the proficiency of their respective organizations.

#### XVI. EMERGENCY OPERATIONS

Emergency operations conducted by State, county and local civil defense organizations during the 1966-68 biennium were comparatively limited in both nature and extent. This reflected the rather unusual characteristics of the disasters faced during the period.

As a result of a long continued drought running through the summers of 1966 and 1967, many communities throughout the State suffered serious public water supply shortages. To help alleviate these, Council staff representatives furnished emergency engineering equipment, drawn from Federal civil defense stockpiles, to 17 political subdivisions of the State. This included several large purification units, 23 high-capacity pumps and more than 25 miles of 8-inch-diameter pipe required for emergency pumping operations.

In March 1968, flood waters in rivers and streams in Southwestern Pennsylvania reached record, or near-record, highs. Fortunately, however the rise was comparatively slow and the damage to public property was far less than initially anticipated. As a result, associated civil defense activities were concerned primarily with the dissemination of warnings, combined with rather limited human rescue and relief operations.



